

107TH CONGRESS  
1ST SESSION

# H. R. 981

To provide a biennial budget for the United State Government.

---

## IN THE HOUSE OF REPRESENTATIVES

MARCH 13, 2001

Mr. BASS (for himself, Mr. BARTON of Texas, Mr. BILIRAKIS, Mr. BOEHLERT, Mr. BRADY of Texas, Mr. BURR of North Carolina, Mr. CASTLE, Mr. TOM DAVIS of Virginia, Mr. DIAZ-BALART, Mr. DREIER, Ms. DUNN, Mr. EHLERS, Mr. ENGLISH, Mr. GILCHREST, Mr. GILMAN, Mr. GOODE, Mr. GOODLATTE, Mr. GOSS, Mr. GREEN of Wisconsin, Ms. HART, Mr. HASTINGS of Washington, Mr. HERGER, Mr. HOEKSTRA, Mr. HOUGHTON, Mr. ISSA, Mr. JENKINS, Mr. JONES of North Carolina, Mr. LARGENT, Mr. LATOURETTE, Mr. LINDER, Ms. MCCARTHY of Missouri, Mrs. MORELLA, Mrs. MYRICK, Mr. NEY, Mr. NORWOOD, Mr. OSE, Mr. OXLEY, Ms. PRYCE of Ohio, Mr. RADANOVICH, Mr. REGULA, Mr. REYNOLDS, Mr. RILEY, Mr. ROHRBACHER, Mrs. ROUKEMA, Mr. ROYCE, Mr. RYUN of Kansas, Mr. SCHAFFER, Mr. SENSENBRENNER, Mr. SESSIONS, Mr. SHIMKUS, Mr. SMITH of Washington, Mr. SMITH of Texas, Mr. SUNUNU, Mr. TANCREDI, Mr. TERRY, Mr. THORNBERRY, Mr. THUNE, Mr. TRAFICANT, Mr. UPTON, Mr. WAMP, and Mr. WHITFIELD) introduced the following bill; which was referred to the Committee on the Budget for a period ending not later than April 13, 2001, and in addition to the Committee on Rules and the Committee on Government Reform, for a period to be determined subsequently by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned.

---

## A BILL

To provide a biennial budget for the United State  
Government.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE; FINDINGS.**

4       (a) SHORT TITLE.—This Act may be cited as the  
5       “Budget Responsibility and Efficiency Act of 2001”.

6       (b) FINDINGS.—The Congress finds that—

7               (1) the annual appropriations and budget proc-  
8               ess increasingly dominates the congressional agenda  
9               and Congress regularly fails to meet the deadlines of  
10              the Congressional Budget Act of 1974;

11             (2) the design of the budget process has led to  
12             repetitive and time-consuming budget votes, decreas-  
13             ing the time available for the systematic and pro-  
14             grammatic oversight of Federal programs and delay-  
15             ing the enactment of legislation necessary to fund  
16             the Government;

17             (3) Congress’ responsibility to improve the effi-  
18             ciency, economy, and effectiveness of governmental  
19             operations, evaluate programs and performance, de-  
20             tect and prevent poor administration, waste, or  
21             abuse in Government programs, ensure that execu-  
22             tive policies reflect the public interest, ensure admin-  
23             istrative compliance with legislative intent, and pre-  
24             vent executive encroachment on legislative authority

1 and prerogatives is undermined by the current time-  
2 consuming and repetitive budget process;

3 (4) an annual budget process encourages ineffi-  
4 ciency in the management, stability, and predict-  
5 ability of Federal funding, particularly for States  
6 and localities;

7 (5) a biennial budget process will reduce the  
8 number of budget-related votes during each Con-  
9 gress, enhance congressional oversight of Govern-  
10 ment operations, encourage longer time horizons in  
11 policy planning and greater stability in fiscal policy;

12 (6) a biennial budget process was a principal  
13 recommendation of the 1993 Joint Committee on  
14 the Organization of Congress and the Vice Presi-  
15 dent's National Performance Review;

16 (7) since the enactment of the Congressional  
17 Budget Act of 1974, more than 50 bills addressing  
18 a two-year budget cycle have been introduced, 10 bi-  
19 ennial budget related provisions were reported by  
20 congressional committees, 7 passed either chamber  
21 and 4 were enacted; more than 40 congressional or  
22 special committee hearings addressed the issue of bi-  
23 ennial budgeting; and the Congressional Budget Of-  
24 fice, the Office of Management and Budget, and 5  
25 different special task forces or joint committees of

1 Congress have either recommended biennial budg-  
 2 eting or further studies of it;

3 (8) the adoption of a biennial budget process  
 4 was recommended by President Reagan in the fiscal  
 5 year 1989 budget submission, by President Bush in  
 6 the fiscal year 1990 and 1991 budget submissions,  
 7 by President Clinton in the fiscal year 1995, 2000,  
 8 and 2001 budget submissions, and by President  
 9 Bush in the fiscal year 2002 budget submission; and  
 10 (9) a bipartisan majority of Members of the  
 11 House of Representatives support a biennial budget  
 12 process.

13 **SEC. 2. REVISION OF TIMETABLE.**

14 Section 300 of the Congressional Budget Act of 1974  
 15 (2 U.S.C. 631) is amended to read as follows:

16 “TIMETABLE

17 “SEC. 300. (a) IN GENERAL.—Except as provided by  
 18 subsection (b), the timetable with respect to the congres-  
 19 sional budget process for any Congress (beginning with  
 20 the One Hundred Ninth Congress) is as follows:

“First Session

“On or before:

Action to be completed:

First Monday in February .....	President submits budget recommendations.
February 15 .....	Congressional Budget Office submits report to Budget Committees.
Not later than 6 weeks after budget submission.	Committees submit views and estimates to Budget Committees.
April 1 .....	Budget Committees report concurrent resolution on the biennial budget.

May 15 .....	Congress completes action on concurrent resolution on the biennial budget.
May 15 .....	Biennial appropriation bills may be considered in the House.
June 10 .....	House Appropriations Committee reports last biennial appropriation bill.
June 30 .....	House completes action on biennial appropriation bills.
October 1 .....	Biennium begins.
“Second Session	
“On or before:	Action to be completed:
February 15 .....	President submits budget review.
Not later than 6 weeks after President submits budget review.	Congressional Budget Office submits report to Budget Committees.
The last day of the session .....	Congress completes action on bills and resolutions authorizing new budget authority for the succeeding biennium.

1       “(b) SPECIAL RULE.—In the case of any first session  
2 of Congress that begins in any year during which the term  
3 of a President (except a President who succeeds himself)  
4 begins, the following dates shall supersede those set forth  
5 in subsection (a):

“First Session	
“On or before:	Action to be completed:
First Monday in April .....	President submits budget recommendations.
April 20 .....	Committees submit views and estimates to Budget Committees.
May 15 .....	Budget Committees report concurrent resolution on the biennial budget.
June 1 .....	Congress completes action on concurrent resolution on the biennial budget.
June 1 .....	Biennial appropriation bills may be considered in the House.
July 1 .....	House Appropriations Committee reports last biennial appropriation bill.
July 20 .....	House completes action on biennial appropriation bills.
October 1 .....	Biennium begins.”.

1 **SEC. 3. AMENDMENTS TO THE CONGRESSIONAL BUDGET**  
2 **AND IMPOUNDMENT CONTROL ACT OF 1974.**

3 (a) DECLARATION OF PURPOSE.—Section 2(2) of the  
4 Congressional Budget and Impoundment Control Act of  
5 1974 (2 U.S.C. 621(2)) is amended by striking “each  
6 year” and inserting “biennially”.

7 (b) DEFINITIONS.—

8 (1) BUDGET RESOLUTION.—Section 3(4) of  
9 such Act (2 U.S.C. 622(4)) is amended by striking  
10 “fiscal year” each place it appears and inserting “bi-  
11 ennium”.

12 (2) BIENNIUM.—Section 3 of such Act (2  
13 U.S.C. 622) (as amended by section 3) is further  
14 amended by adding at the end the following new  
15 paragraph:

16 “(13) The term ‘biennium’ means the period of  
17 2 consecutive fiscal years beginning on October 1 of  
18 any odd-numbered year.”.

19 (c) BIENNIAL CONCURRENT RESOLUTION ON THE  
20 BUDGET.—

21 (1) CONTENTS OF RESOLUTION.—Section  
22 301(a) of such Act (2 U.S.C. 632(a)) is amended—

23 (A) in the matter preceding paragraph (1)

24 by—

1 (i) striking “April 15 of each year”  
2 and inserting “May 15 of each odd-num-  
3 bered year”;

4 (ii) striking “the fiscal year beginning  
5 on October 1 of such year” the first place  
6 it appears and inserting “the biennium be-  
7 ginning on October 1 of such year”; and

8 (iii) striking “the fiscal year beginning  
9 on October 1 of such year” the second  
10 place it appears and inserting “each fiscal  
11 year in such period”;

12 (B) in paragraph (6), by striking “for the  
13 fiscal year” and inserting “for each fiscal year  
14 in the biennium”; and

15 (C) in paragraph (7), by striking “for the  
16 fiscal year” and inserting “for each fiscal year  
17 in the biennium”.

18 (2) ADDITIONAL MATTERS.—Section 301(b) of  
19 such Act (2 U.S.C. 632(b)) is amended—

20 (A) in paragraph (3), by striking “for such  
21 fiscal year” and inserting “for either fiscal year  
22 in such biennium”; and

23 (B) in paragraph (7), by striking “for the  
24 first fiscal year” and inserting “for each fiscal  
25 year in the biennium”.

1           (3) VIEWS OF OTHER COMMITTEES.—Section  
2       301(d) of such Act (2 U.S.C. 632(d)) is amended by  
3       inserting “(or, if applicable, as provided by section  
4       300(b))” after “United States Code”.

5           (4) HEARINGS.—Section 301(e)(1) of such Act  
6       (2 U.S.C. 632(e)) is amended by—

7           (A) striking “fiscal year” and inserting  
8       “biennium”; and

9           (B) inserting after the second sentence the  
10       following: “On or before April 1 of each odd-  
11       numbered year (or, if applicable, as provided by  
12       section 300(b)), the Committee on the Budget  
13       of each House shall report to its House the con-  
14       current resolution on the budget referred to in  
15       subsection (a) for the biennium beginning on  
16       October 1 of that year.”.

17          (5) GOALS FOR REDUCING UNEMPLOYMENT.—  
18       Section 301(f) of such Act (2 U.S.C. 632(f)) is  
19       amended by striking “fiscal year” each place it ap-  
20       pears and inserting “biennium”.

21          (6) ECONOMIC ASSUMPTIONS.—Section  
22       301(g)(1) of such Act (2 U.S.C. 632(g)(1)) is  
23       amended by striking “for a fiscal year” and insert-  
24       ing “for a biennium”.



1           (7) SECTION HEADING.—The section heading of  
 2           section 301 of such Act is amended by striking “**AN-**  
 3           **NUAL**” and inserting “**BIENNIAL**”.

4           (8) TABLE OF CONTENTS.—The item relating  
 5           to section 301 in the table of contents set forth in  
 6           section 1(b) of such Act is amended by striking “An-  
 7           nual” and inserting “Biennial”.

8           (d) COMMITTEE ALLOCATIONS.—Section 302 of such  
 9           Act (2 U.S.C. 633) is amended—

10           (1) in subsection (a)(1) by—

11                   (A) striking “for the first fiscal year of the  
 12                   resolution,” and inserting “for each fiscal year  
 13                   in the biennium”;

14                   (B) striking “for that period of fiscal  
 15                   years” and inserting “for all fiscal years cov-  
 16                   ered by the resolution”; and

17                   (C) striking “for the fiscal year of that  
 18                   resolution” and inserting “for each fiscal year  
 19                   in the biennium”;

20           (2) in subsection (f)(1), by striking “for a fiscal  
 21           year” and inserting “for a biennium”;

22           (3) in subsection (f)(1), by striking “first fiscal  
 23           year” and inserting “either fiscal year of the bien-  
 24           nium”;

25           (4) in subsection (f)(2)(A), by—

1 (A) striking “first fiscal year” and insert-  
2 ing “each fiscal year of the biennium”; and

3 (B) striking “the total of fiscal years” and  
4 inserting “the total of all fiscal years covered by  
5 the resolution”; and

6 (5) in subsection (g)(1)(A), by striking “April”  
7 and inserting “May”.

8 (e) SECTION 303 POINT OF ORDER.—

9 (1) IN GENERAL.—Section 303(a) of such Act  
10 (2 U.S.C. 634(a)) is amended by striking “for a fis-  
11 cal year” and inserting “for a biennium” and by  
12 striking “the first fiscal year” and inserting “each  
13 fiscal year of the biennium”.

14 (2) EXCEPTIONS IN THE HOUSE.—Section  
15 303(b) of such Act (2 U.S.C. 634(b)) is amended—

16 (A) in paragraph (1)(A), by striking “the  
17 budget year” and inserting “the biennium”;

18 (B) in paragraph (1)(B), by striking “the  
19 fiscal year” and inserting “the biennium”; and

20 (C) in paragraph (2), by inserting “(or  
21 June 1 whenever section 300(b) is applicable)”.

22 (3) APPLICATION TO THE SENATE.—Section  
23 303(c)(1) of such Act (2 U.S.C. 634(c)) is amended  
24 by—

1 (A) striking “fiscal year” and inserting  
2 “biennium”; and

3 (B) striking “that year” and inserting  
4 “each fiscal year of that biennium”.

5 (f) PERMISSIBLE REVISIONS OF CONCURRENT RESO-  
6 LUTIONS ON THE BUDGET.—Section 304 of such Act (2  
7 U.S.C. 635) is amended—

8 (1) by striking “fiscal year” the first two places  
9 it appears and inserting “biennium”;

10 (2) by striking “for such fiscal year”; and

11 (3) by inserting before the period “for such bi-  
12 ennium”.

13 (g) PROCEDURES FOR CONSIDERATION OF BUDGET  
14 RESOLUTIONS.—Section 305(a)(3) of such Act (2 U.S.C.  
15 636(b)(3)) is amended by striking “fiscal year” and in-  
16 serting “biennium”.

17 (h) COMPLETION OF HOUSE COMMITTEE ACTION ON  
18 APPROPRIATION BILLS.—Section 307 of such Act (2  
19 U.S.C. 638) is amended—

20 (1) by striking “each year” and inserting “each  
21 odd-numbered year (or, if applicable, as provided by  
22 section 300(b), July 1)”;

23 (2) by striking “annual” and inserting “bien-  
24 nial”;

1           (3) by striking “fiscal year” and inserting “bi-  
2       ennium”; and

3           (4) by striking “that year” and inserting “each  
4       odd-numbered year”.

5       (i) QUARTERLY BUDGET REPORTS.—Section 308 of  
6       such Act (2 U.S.C. 639) is amended by adding at the end  
7       the following new subsection:

8       “(d) QUARTERLY BUDGET REPORTS.—The Director  
9       of the Congressional Budget Office shall, as soon as prac-  
10      ticable after the completion of each quarter of the fiscal  
11      year, prepare an analysis comparing revenues, spending,  
12      and the deficit or surplus for the current fiscal year to  
13      assumptions included in the congressional budget resolu-  
14      tion. In preparing this report, the Director of the Congres-  
15      sional Budget Office shall combine actual budget figures  
16      to date with projected revenue and spending for the bal-  
17      ance of the fiscal year. The Director of the Congressional  
18      Budget Office shall include any other information in this  
19      report that it deems useful for a full understanding of the  
20      current fiscal position of the Federal Government. The re-  
21      ports mandated by this subsection shall be transmitted by  
22      the Director to the Senate and House Committees on the  
23      Budget, and the Congressional Budget Office shall make  
24      such reports available to any interested party upon re-  
25      quest.”.

1 (j) COMPLETION OF HOUSE ACTION ON REGULAR  
2 APPROPRIATION BILLS.—Section 309 of such Act (2  
3 U.S.C. 640) is amended—

4 (1) by striking “It” and inserting “Except  
5 whenever section 300(b) is applicable, it”;

6 (2) by inserting “of any odd-numbered calendar  
7 year” after “July”;

8 (3) by striking “annual” and inserting “bien-  
9 nial”; and

10 (4) by striking “fiscal year” and inserting “bi-  
11 ennium”.

12 (k) RECONCILIATION PROCESS.—Section 310 of such  
13 Act (2 U.S.C. 641) is amended—

14 (1) in subsection (a), in the matter preceding  
15 paragraph (1), by striking “any fiscal year” and in-  
16 serting “any biennium”;

17 (2) in subsection (a)(1), by striking “such fiscal  
18 year” each place it appears and inserting “any fiscal  
19 year covered by such resolution”; and

20 (3) by striking subsection (f) and redesignating  
21 subsection (g) as subsection (f).

22 (l) SECTION 311 POINT OF ORDER.—

23 (1) IN THE HOUSE.—Section 311(a)(1) of such  
24 Act (2 U.S.C. 642(a)) is amended—

1 (A) by striking “for a fiscal year” and in-  
2 serting “for a biennium”;

3 (B) by striking “the first fiscal year” each  
4 place it appears and inserting “either fiscal  
5 year of the biennium”; and

6 (C) by striking “that first fiscal year” and  
7 inserting “each fiscal year in the biennium”.

8 (2) IN THE SENATE.—Section 311(a)(2) of  
9 such Act is amended—

10 (A) in subparagraph (A), by striking “for  
11 the first fiscal year” and inserting “for either  
12 fiscal year of the biennium”; and

13 (B) in subparagraph (B)—

14 (i) by striking “that first fiscal year”  
15 the first place it appears and inserting  
16 “each fiscal year in the biennium”; and

17 (ii) by striking “that first fiscal year  
18 and the ensuing fiscal years” and inserting  
19 “all fiscal years”.

20 (3) SOCIAL SECURITY LEVELS.—Section  
21 311(a)(3) of such Act is amended by—

22 (A) striking “for the first fiscal year” and  
23 inserting “each fiscal year in the biennium”;  
24 and

1 (B) striking “that fiscal year and the ensu-  
 2 ing fiscal years” and inserting “all fiscal  
 3 years”.

4 (m) MAXIMUM DEFICIT AMOUNT POINT OF  
 5 ORDER.—Section 312(c) of the Congressional Budget Act  
 6 of 1974 (2 U.S.C. 643) is amended—

7 (1) by striking “for a fiscal year” and inserting  
 8 “for a biennium”;

9 (2) in paragraph (1), by striking “first fiscal  
 10 year” and inserting “either fiscal year in the bien-  
 11 nium”;

12 (3) in paragraph (2), by striking “that fiscal  
 13 year” and inserting “either fiscal year in the bien-  
 14 nium”; and

15 (4) in the matter following paragraph (2), by  
 16 striking “that fiscal year” and inserting “the appli-  
 17 cable fiscal year”.

18 **SEC. 4. AMENDMENTS TO RULES OF HOUSE OF REP-**  
 19 **RESENTATIVES.**

20 (a) Clause 4(a)(1)(A) of rule X of the Rules of the  
 21 House of Representatives is amended by inserting “odd-  
 22 numbered” after “each”.

23 (b) Clause 4(a)(4) of rule X of the Rules of the House  
 24 of Representatives is amended by striking “fiscal year”  
 25 and inserting “biennium”.

1 (c) Clause 4(b)(2) of rule X of the Rules of the House  
2 of Representatives is amended by striking “each fiscal  
3 year” and inserting “the biennium”.

4 (d) Clause 4(b) of rule X of the Rules of the House  
5 of Representatives is amended by striking “and” at the  
6 end of subparagraph (5), by striking the period and insert-  
7 ing “; and” at the end of subparagraph (6), and by adding  
8 at the end the following new subparagraph:

9 “(7) use the second session of each Congress to study  
10 issues with long-term budgetary and economic implica-  
11 tions, which would include—

12 “(A) hold hearings to receive testimony from  
13 committees of jurisdiction to identify problem areas  
14 and to report on the results of oversight; and

15 “(B) by January 1 of each odd-number year,  
16 issuing a report to the Speaker which identifies the  
17 key issues facing the Congress in the next bien-  
18 nium.”.

19 (e) Clause 11(i) of rule X of the Rules of the House  
20 of Representatives is amended by striking “the same or  
21 preceding fiscal year”.

22 (f) Clause 4(e) of rule X of the Rules of the House  
23 of Representatives is amended by striking “annually” each  
24 place it appears and inserting “biennially” and by striking  
25 “annual” and inserting “biennial”.



1 (g) Clause 4(f) of rule X of the Rules of the House  
2 of Representatives is amended—

3 (1) by inserting “during each odd-numbered  
4 year” after “submits his budget”;

5 (2) by striking “fiscal year” the first place it  
6 appears and inserting “biennium”; and

7 (3) by striking “that fiscal year” and inserting  
8 “each fiscal year in such ensuing biennium”.

9 (h) Clause 3(d)(2)(A) of rule XIII of the Rules of  
10 the House of Representatives is amended by striking  
11 “five” both places it appears and inserting “six”.

12 (i) Clause 5(a)(1) of rule XIII of the Rules of the  
13 House of Representatives is amended by striking “fiscal  
14 year after September 15 in the preceding fiscal year” and  
15 inserting “biennium after September 15 of the year in  
16 which such biennium begins”.

17 **SEC. 5. AMENDMENTS TO TITLE 31, UNITED STATES CODE.**

18 (a) DEFINITION.—Section 1101 of title 31, United  
19 States Code, is amended by adding at the end thereof the  
20 following new paragraph:

21 “(3) ‘biennium’ has the meaning given to such  
22 term in paragraph (13) of section 3 of the Congres-  
23 sional Budget and Impoundment Control Act of  
24 1974 (2 U.S.C. 622(13)).”.

1 (b) BUDGET CONTENTS AND SUBMISSION TO THE  
2 CONGRESS.—

3 (1) SCHEDULE.—The matter preceding para-  
4 graph (1) in section 1105(a) of title 31, United  
5 States Code, is amended to read as follows:

6 “(a) On or before the first Monday in February of  
7 each odd-numbered year (or, if applicable, as provided by  
8 section 300(b) of the Congressional Budget Act of 1974),  
9 beginning with the One Hundred Ninth Congress, the  
10 President shall transmit to the Congress, the budget for  
11 the biennium beginning on October 1 of such calendar  
12 year. The budget transmitted under this subsection shall  
13 include a budget message and summary and supporting  
14 information. The President shall include in each budget  
15 the following:”.

16 (2) EXPENDITURES.—Section 1105(a)(5) of  
17 title 31, United States Code, is amended by striking  
18 “the fiscal year for which the budget is submitted  
19 and the 4 fiscal years after that year” and inserting  
20 “each fiscal year in the biennium for which the  
21 budget is submitted and in the succeeding 4 years”.

22 (3) RECEIPTS.—Section 1105(a)(6) of title 31,  
23 United States Code, is amended by striking “the fis-  
24 cal year for which the budget is submitted and the  
25 4 fiscal years after that year” and inserting “each

1       fiscal year in the biennium for which the budget is  
2       submitted and in the succeeding 4 years”.

3           (4)       BALANCE       STATEMENTS.—Section  
4       1105(a)(9)(C) of title 31, United States Code, is  
5       amended by striking “the fiscal year” and inserting  
6       “each fiscal year in the biennium”.

7           (5)   GOVERNMENT FUNCTIONS AND ACTIVI-  
8       TIES.—Section 1105(a)(12) of title 31, United  
9       States Code, is amended in subparagraph (A), by  
10      striking “the fiscal year” and inserting “each fiscal  
11      year in the biennium”.

12          (6)   ALLOWANCES.—Section 1105(a)(13) of title  
13      31, United States Code, is amended by striking “the  
14      fiscal year” and inserting “each fiscal year in the bi-  
15      ennium”.

16          (7)   ALLOWANCES FOR UNANTICIPATED AND  
17      UNCONTROLLABLE       EXPENDITURES.—Section  
18      1105(a)(14) of title 31, United States Code, is  
19      amended by striking “that year” and inserting “each  
20      fiscal year in the biennium for which the budget is  
21      submitted”.

22          (8)   TAX EXPENDITURES.—Section 1105(a)(16)  
23      of title 31, United States Code, is amended by strik-  
24      ing “the fiscal year” and inserting “each fiscal year  
25      in the biennium”.

1           (9) ESTIMATES FOR FUTURE YEARS.—Section  
2       1105(a)(17) of title 31, United States Code, is  
3       amended—

4           (A) by striking “the fiscal year following  
5       the fiscal year” and inserting “each fiscal year  
6       in the biennium following the biennium”;

7           (B) by striking “that following fiscal year”  
8       and inserting “each such fiscal year”; and

9           (C) by striking “fiscal year before the fis-  
10      cal year” and inserting “biennium before the bi-  
11      ennium”.

12          (10) PRIOR YEAR OUTLAYS.—Section  
13      1105(a)(18) of title 31, United States Code, is  
14      amended—

15          (A) by striking “the prior fiscal year” and  
16      inserting “each of the 2 most recently com-  
17      pleted fiscal years,”;

18          (B) by striking “for that year” and insert-  
19      ing “with respect to those fiscal years”; and

20          (C) by striking “in that year” and insert-  
21      ing “in those fiscal years”.

22          (11) PRIOR YEAR RECEIPTS.—Section  
23      1105(a)(19) of title 31, United States Code, is  
24      amended—

1 (A) by striking “the prior fiscal year” and  
2 inserting “each of the 2 most recently com-  
3 pleted fiscal years”;

4 (B) by striking “for that year” and insert-  
5 ing “with respect to those fiscal years”; and

6 (C) by striking “in that year” each place  
7 it appears and inserting “in those fiscal years”.

8 (c) ESTIMATED EXPENDITURES OF LEGISLATIVE  
9 AND JUDICIAL BRANCHES.—Section 1105(b) of title 31,  
10 United States Code, is amended by striking “each year”  
11 and inserting “each even numbered year”.

12 (d) RECOMMENDATIONS TO MEET ESTIMATED DE-  
13 FICIENCIES.—Section 1105(c) of title 31, United States  
14 Code, is amended—

15 (1) by striking “the fiscal year for” the first  
16 place it appears and inserting “each fiscal year in  
17 the biennium for”;

18 (2) by striking “the fiscal year for” the second  
19 place it appears and inserting “each fiscal year of  
20 the biennium, as the case may be,”; and

21 (3) by striking “that year” and inserting “for  
22 each year of the biennium”.

23 (e) CAPITAL INVESTMENT ANALYSIS.—Section  
24 1105(e)(1) of title 31, United States Code, is amended

1 by striking “ensuing fiscal year” and inserting “biennium  
2 to which such budget relates”.

3 (f) SUPPLEMENTAL BUDGET ESTIMATES AND  
4 CHANGES.—

5 (1) IN GENERAL.—Section 1106(a) of title 31,  
6 United States Code, is amended—

7 (A) in the matter preceding paragraph (1),  
8 by—

9 (i) inserting “and before February 15  
10 of each even numbered year” after “Before  
11 July 16 of each year”; and

12 (ii) striking “fiscal year” and insert-  
13 ing “biennium”;

14 (B) in paragraph (1), by striking “that fis-  
15 cal year” and inserting “each fiscal year in  
16 such biennium”;

17 (C) in paragraph (2), by striking “4 fiscal  
18 years following the fiscal year” and inserting “4  
19 fiscal years following the biennium”; and

20 (D) in paragraph (3), by striking “fiscal  
21 year” and inserting “biennium”.

22 (2) CHANGES.—Section 1106(b) of title 31,  
23 United States Code, is amended by—

24 (A) striking “the fiscal year” and inserting  
25 “each fiscal year in the biennium”; and

1 (B) inserting “and before February 15 of  
 2 each even numbered year” after “Before July  
 3 16 of each year”.

4 (g) CURRENT PROGRAMS AND ACTIVITIES ESTI-  
 5 MATES.—

6 (1) THE PRESIDENT.—Section 1109(a) of title  
 7 31, United States Code, is amended—

8 (A) by striking “On or before the first  
 9 Monday after January 3 of each year (on or be-  
 10 fore February 5 in 1986)” and inserting “At  
 11 the same time the budget required by section  
 12 1105 is submitted for a biennium”; and

13 (B) by striking “the following fiscal year”  
 14 and inserting “each fiscal year of such period”.

15 (2) JOINT ECONOMIC COMMITTEE.—Section  
 16 1109(b) of title 31, United States Code, is amended  
 17 by striking “March 1 of each year” and inserting  
 18 “within 6 weeks of the President’s budget submis-  
 19 sion for each odd-numbered year (or, if applicable,  
 20 as provided by section 300(b) of the Congressional  
 21 Budget Act of 1974)”.

22 (h) YEAR-AHEAD REQUESTS FOR AUTHORIZING  
 23 LEGISLATION.—Section 1110 of title 31, United States  
 24 Code, is amended by—

1           (1) striking “May 16” and inserting “March  
2       31”; and

3           (2) striking “year before the year in which the  
4       fiscal year begins” and inserting “calendar year pre-  
5       ceding the calendar year in which the biennium be-  
6       gins”.

7       **SEC. 6. TWO-YEAR APPROPRIATIONS; TITLE AND STYLE OF**  
8                               **APPROPRIATIONS ACTS.**

9       Section 105 of title 1, United States Code, is amend-  
10   ed to read as follows:

11   **“§ 105. Title and style of appropriations Acts**

12       “(a) The style and title of all Acts making appropria-  
13   tions for the support of the Government shall be as fol-  
14   lows: ‘An Act making appropriations (here insert the ob-  
15   ject) for each fiscal year in the biennium of fiscal years  
16   (here insert the fiscal years of the biennium).’.

17       “(b) All Acts making regular appropriations for the  
18   support of the Government shall be enacted for a biennium  
19   and shall specify the amount of appropriations provided  
20   for each fiscal year in such period.

21       “(c) For purposes of this section, the term ‘biennium’  
22   has the same meaning as in section 3(11) of the Congres-  
23   sional Budget and Impoundment Control Act of 1974 (2  
24   U.S.C. 622(11)).”.



1 **SEC. 7. MULTIYEAR AUTHORIZATIONS.**

2 (a) IN GENERAL.—Title III of the Congressional  
3 Budget Act of 1974 (as amended by section 6(a) is further  
4 amended by adding at the end the following new section:

5 “MULTIYEAR AUTHORIZATIONS OF APPROPRIATIONS

6 “SEC. 318. (a) POINT OF ORDER.—(1)(A) It shall  
7 not be in order in the House of Representatives or the  
8 Senate to consider any measure that contains a specific  
9 authorization of appropriations for any purpose unless the  
10 measure includes such a specific authorization of appro-  
11 priations for that purpose for not less than each fiscal year  
12 in one or more bienniums.

13 “(B) For purposes of this paragraph, a specific au-  
14 thorization of appropriations is an authorization for the  
15 enactment of an amount of appropriations or amounts not  
16 to exceed an amount of appropriations (whether stated as  
17 a sum certain, as a limit, or as such sums as may be nec-  
18 essary) for any purpose for a fiscal year.

19 “(2) Paragraph (1) does not apply with respect to  
20 an authorization of appropriations for a single fiscal year  
21 for any program, project, or activity if the measure con-  
22 taining that authorization includes a provision expressly  
23 stating the following: ‘Congress finds that no authoriza-  
24 tion of appropriation will be required for [Insert name of  
25 applicable program, project, or activity] for any subse-  
26 quent fiscal year.’.

1 “(3) For purposes of this subsection, the term ‘meas-  
 2 ure’ means a bill, joint resolution, amendment, motion, or  
 3 conference report.”.

4 (b) AMENDMENT TO TABLE OF CONTENTS.—The  
 5 table of contents set forth in section 1(b) of the Congres-  
 6 sional Budget and Impoundment Control Act of 1974 is  
 7 amended by adding after the item relating to section 317  
 8 the following new item:

“Sec. 318. Multiyear authorizations of appropriations.”.

9 **SEC. 8. GOVERNMENT STRATEGIC AND PERFORMANCE**  
 10 **PLANS ON A BIENNIAL BASIS.**

11 (a) STRATEGIC PLANS.—Section 306 of title 5,  
 12 United States Code, is amended—

13 (1) in subsection (a), by striking “September  
 14 30, 1997” and inserting “September 30, 2004”;

15 (2) in subsection (b)—

16 (A) by striking “at least every three years”  
 17 and inserting “at least every 4 years”; and

18 (B) by striking “five years forward” and  
 19 inserting “six years forward”; and

20 (3) in subsection (c), by inserting a comma  
 21 after “section” the second place it appears and add-  
 22 ing “including a strategic plan submitted by Sep-  
 23 tember 30, 2004, meeting the requirements of sub-  
 24 section (a)”.

1 (b) BUDGET CONTENTS AND SUBMISSION TO CON-  
2 GRESS.—Paragraph (28) of section 1105(a) of title 31,  
3 United States Code, is amended by striking “beginning  
4 with fiscal year 1999, a” and inserting “beginning with  
5 fiscal year 2006, a biennial”.

6 (c) PERFORMANCE PLANS.—Section 1115 of title 31,  
7 United States Code, is amended—

8 (1) in subsection (a)—

9 (A) in the matter before paragraph (1)—

10 (i) by striking “section 1105(a)(29)”

11 and inserting “section 1105(a)(28)”; and

12 (ii) by striking “an annual” and in-  
13 serting “a biennial”;

14 (B) in paragraph (1) by inserting after  
15 “program activity” the following: “for both  
16 years 1 and 2 of the biennial plan”;

17 (C) in paragraph (5) by striking “and”  
18 after the semicolon,

19 (D) in paragraph (6) by striking the period  
20 and inserting a semicolon; and inserting “and”  
21 after the inserted semicolon; and

22 (E) by adding after paragraph (6) the fol-  
23 lowing:

1           “(7) cover each fiscal year of the biennium be-  
2           ginning with the first fiscal year of the next biennial  
3           budget cycle.”;

4           (2) in subsection (d) by striking “annual” and  
5           inserting “biennial”; and

6           (3) in paragraph (6) of subsection (f) by strik-  
7           ing “annual” and inserting “biennial”.

8           (d) MANAGERIAL ACCOUNTABILITY AND FLEXI-  
9           BILITY.—Section 9703 of title 31, United States Code, re-  
10          lating to managerial accountability, is amended—

11           (1) in subsection (a)—

12                   (A) in the first sentence by striking “an-  
13                   nual”; and

14                   (B) by striking “section 1105(a)(29)” and  
15                   inserting “section 1105(a)(28)”;

16           (2) in subsection (e)—

17                   (A) in the first sentence by striking “one  
18                   or” before “years”;

19                   (B) in the second sentence by striking “a  
20                   subsequent year” and inserting “for a subse-  
21                   quent 2-year period”; and

22                   (C) in the third sentence by striking  
23                   “three” and inserting “four”.

1 (e) PILOT PROJECTS FOR PERFORMANCE BUDG-  
2 ETING.—Section 1119 of title 31, United States Code, is  
3 amended—

4 (1) in paragraph (1) of subsection (d), by strik-  
5 ing “annual” and inserting “biennial”; and

6 (2) in subsection (e), by striking “annual” and  
7 inserting “biennial”.

8 (f) STRATEGIC PLANS.—Section 2802 of title 39,  
9 United States Code, is amended—

10 (1) in subsection (a), by striking “September  
11 30, 1997” and inserting “September 30, 2004”;

12 (2) in subsection (b), by striking “at least every  
13 three years” and inserting “at least every 4 years”;

14 (3) by striking “five years forward” and insert-  
15 ing “six years forward”; and

16 (4) in subsection (c), by inserting a comma  
17 after “section” the second place it appears and in-  
18 serting “including a strategic plan submitted by  
19 September 30, 2004, meeting the requirements of  
20 subsection (a)”.

21 (g) PERFORMANCE PLANS.—Section 2803(a) of title  
22 39, United States Code, is amended—

23 (1) in the matter before paragraph (1), by  
24 striking “an annual” and inserting “a biennial”;

1           (2) in paragraph (1), by inserting after “pro-  
2       gram activity” the following: “for both years 1 and  
3       2 of the biennial plan”;

4           (3) in paragraph (5), by striking “and” after  
5       the semicolon;

6           (4) in paragraph (6), by striking the period and  
7       inserting “; and”; and

8           (5) by adding after paragraph (6) the following:

9           “(7) cover each fiscal year of the biennium be-  
10       ginning with the first fiscal year of the next biennial  
11       budget cycle.”.

12       (h) COMMITTEE VIEWS OF PLANS AND REPORTS.—

13       Section 301(d) of the Congressional Budget Act (2 U.S.C.  
14       632(d)) is amended by adding at the end “Each committee  
15       of the Senate or the House of Representatives shall review  
16       the strategic plans, performance plans, and performance  
17       reports, required under section 306 of title 5, United  
18       States Code, and sections 1115 and 1116 of title 31,  
19       United States Code, of all agencies under the jurisdiction  
20       of the committee. Each committee may provide its views  
21       on such plans or reports to the Committee on the Budget  
22       of the applicable House.”.

23       (i) EFFECTIVE DATE.—

24           (1) IN GENERAL.—The amendments made by  
25       this section shall take effect on March 1, 2005.

1           (2) AGENCY ACTIONS.—Effective on and after  
2           the date of enactment of this Act, each agency shall  
3           take such actions as necessary to prepare and sub-  
4           mit any plan or report in accordance with the  
5           amendments made by it.

6 **SEC. 9. BIENNIAL APPROPRIATION BILLS.**

7           (a) IN THE HOUSE OF REPRESENTATIVES.—(1)  
8           Clause 2(a) of rule XXI of the Rules of the House of Rep-  
9           resentatives is amended by adding at the end the following  
10          new subparagraph:

11          “(3)(A) Except as provided by subdivision (B), an ap-  
12          propriation may not be reported in a general appropriation  
13          bill (other than a supplemental appropriation bill), and  
14          may not be in order as an amendment thereto, unless it  
15          provides new budget authority or establishes a level of ob-  
16          ligations under contract authority for each fiscal year of  
17          a biennium.

18          “(B) Subdivision (A) does not apply with respect to  
19          an appropriation for a single fiscal year for any program,  
20          project, or activity if the bill or amendment thereto con-  
21          taining that appropriation includes a provision expressly  
22          stating the following: ‘Congress finds that no additional  
23          funding beyond one fiscal year will be required and the  
24          [Insert name of applicable program, project, or activity]

1 will be completed or terminated after the amount provided  
2 has been expended.’.

3 “(C) For purposes of paragraph (b), the statement  
4 set forth in subdivision (B) with respect to an appropria-  
5 tion for a single fiscal year for any program, project, or  
6 activity may be included in a general appropriation bill  
7 or amendment thereto.”.

8 (2) Clause 5(b)(1) of rule XXII of the House of Rep-  
9 resentatives is amended by striking “or (c)” and inserting  
10 “or (3) or 2(c)”.

11 (b) IN THE SENATE.—(1) Title III of the Congres-  
12 sional Budget Act of 1974 (2 U.S.C. 631 et seq.) (as  
13 amended by section 7) is further amended by adding at  
14 the end the following:

15 “CONSIDERATION OF BIENNIAL APPROPRIATION BILLS

16 “SEC. 319. It shall not be in order in the Senate in  
17 any odd-numbered year to consider any regular appropria-  
18 tion bill providing new budget authority or a limitation  
19 on obligations under the jurisdiction of the Committee on  
20 Appropriations for only the first fiscal year of a biennium,  
21 unless the program, project, or activity for which the new  
22 budget authority or obligation limitation is provided will  
23 require no additional authority beyond one year and will  
24 be completed or terminated after the amount provided has  
25 been expended.”.



1       (2) The table of contents set forth in section 1(b) of  
 2 the Congressional Budget and Impoundment Control Act  
 3 of 1974 is amended by adding after the item relating to  
 4 section 318 the following new item:

“Sec. 319. Consideration of biennial appropriation bills.”.

5   **SEC. 10. ASSISTANCE BY FEDERAL AGENCIES TO STANDING**  
 6                           **COMMITTEES OF THE SENATE AND THE**  
 7                           **HOUSE OF REPRESENTATIVES.**

8       (a) INFORMATION REGARDING AGENCY APPROPRIA-  
 9 TIONS REQUESTS.—To assist each standing committee of  
 10 the House of Representatives and the Senate in carrying  
 11 out its responsibilities, the head of each Federal agency  
 12 which administers the laws or parts of laws under the ju-  
 13 risdiction of such committee shall provide to such com-  
 14 mittee such studies, information, analyses, reports, and  
 15 assistance as may be requested by the chairman and rank-  
 16 ing minority member of the committee.

17       (b) INFORMATION REGARDING AGENCY PROGRAM  
 18 ADMINISTRATION.—To assist each standing committee of  
 19 the House of Representatives and the Senate in carrying  
 20 out its responsibilities, the head of any agency shall fur-  
 21 nish to such committee documentation, containing infor-  
 22 mation received, compiled, or maintained by the agency  
 23 as part of the operation or administration of a program,  
 24 or specifically compiled pursuant to a request in support  
 25 of a review of a program, as may be requested by the

1 chairman and ranking minority member of such com-  
2 mittee.

3 (c) SUMMARIES BY COMPTROLLER GENERAL.—With-  
4 in thirty days after the receipt of a request from a chair-  
5 man and ranking minority member of a standing com-  
6 mittee having jurisdiction over a program being reviewed  
7 and studied by such committee under this section, the  
8 Comptroller General of the United States shall furnish to  
9 such committee summaries of any audits or reviews of  
10 such program which the Comptroller General has com-  
11 pleted during the preceding six years.

12 (d) CONGRESSIONAL ASSISTANCE.—Consistent with  
13 their duties and functions under law, the Comptroller Gen-  
14 eral of the United States, the Director of the Congres-  
15 sional Budget Office, and the Director of the Congres-  
16 sional Research Service shall continue to furnish (con-  
17 sistent with established protocols) to each standing com-  
18 mittee of the House of Representatives or the Senate such  
19 information, studies, analyses, and reports as the chair-  
20 man and ranking minority member may request to assist  
21 the committee in conducting reviews and studies of pro-  
22 grams under this section.

1 **SEC. 11. REPORT ON TWO-YEAR FISCAL PERIOD.**

2 Not later than 180 days after the date of enactment  
3 of this Act, the Director of the Office of Management and  
4 Budget shall—

5 (1) determine the impact and feasibility of  
6 changing the definition of a fiscal year and the  
7 budget process based on that definition to a 2-year  
8 fiscal period with a biennial budget process based  
9 on the 2-year period; and

10 (2) report the findings of the study to the Com-  
11 mittees on the Budget of the House of Representa-  
12 tives and the Senate and the Committee on Rules of  
13 the House of Representatives.

14 **SEC. 12. SPECIAL TRANSITION PERIOD FOR THE 107TH**  
15 **CONGRESS.**

16 (a) **PRESIDENT’S BUDGET SUBMISSION FOR FISCAL**  
17 **YEAR 2004.**—The budget submission of the President  
18 pursuant to section 1105(a) of title 31, United States  
19 Code, for fiscal year 2004 shall include the following:

20 (1) An identification of the budget accounts for  
21 which an appropriation should be made for each fis-  
22 cal year of the fiscal year 2004–2005 biennium.

23 (2) Budget authority that should be provided  
24 for each such fiscal year for the budget accounts  
25 identified under paragraph (1).

1       (b) REVIEW AND RECOMMENDATIONS OF THE COM-  
2 MITTEES ON APPROPRIATIONS.—The Committee on Ap-  
3 propriations of the House of Representatives and the Sen-  
4 ate shall review the items included pursuant to subsection  
5 (a) in the budget submission of the President for fiscal  
6 year 2004 and include its recommendations thereon in its  
7 views and estimates made under section 301(d) of the  
8 Congressional Budget Act of 1974 within 6 weeks of that  
9 budget submission.

10       (c) ACTIONS BY THE COMMITTEES ON THE BUDG-  
11 ET.—(1) The Committee on the Budget of the House of  
12 Representatives and the Senate shall review the items in-  
13 cluded pursuant to subsection (a) in the budget submis-  
14 sion of the President for fiscal year 2004 and the rec-  
15 ommendations submitted by the Committee on Appropria-  
16 tions of its House pursuant to subsection (b) included in  
17 its views and estimates made under section 301(d) of the  
18 Congressional Budget Act of 1974.

19       (2) The report of the Committee on the Budget of  
20 each House accompanying the concurrent resolution on  
21 the budget for fiscal year 2004 and the joint explanatory  
22 statement of managers accompanying such resolution shall  
23 also include allocations to the Committee on Appropria-  
24 tions of its House of total new budget authority and total  
25 outlays (which shall be deemed to be made pursuant to

1 section 302(a) of the Congressional Budget Act of 1974  
2 for purposes of budget enforcement under section 302(f))  
3 for fiscal year 2005 from which the Committee on Appro-  
4 priations may report regular appropriation bills for fiscal  
5 year 2004 that include funding for certain accounts for  
6 each of fiscal years 2004 and 2005.

7 (3) The report of the Committee on the Budget of  
8 each House accompanying the concurrent resolution on  
9 the budget for fiscal year 2004 and the joint explanatory  
10 statement of managers accompanying such resolution shall  
11 also include the assumptions upon which such allocations  
12 referred to in paragraph (2) are based.

13 (d) GAO PROGRAMMATIC OVERSIGHT ASSIST-  
14 ANCE.—(1) During the first session of the 108th Congress  
15 the committees of the House of Representatives and the  
16 Senate are directed to work with the Comptroller General  
17 of the United States to develop plans to transition pro-  
18 gram authorizations to a multi-year schedule.

19 (2) During the 108th Congress, the Comptroller Gen-  
20 eral of the United States will continue to provide assist-  
21 ance to the Congress with respect to programmatic over-  
22 sight and in particular will assist the committees of Con-  
23 gress in designing and conforming programmatic oversight  
24 procedures for the fiscal year 2005–2006 biennium.

1       (e) CBO AUTHORIZATION REPORT.—On or before  
2 January 15, 2004, the Director of the Congressional  
3 Budget Office, after consultation with the appropriate  
4 committees of the House of Representatives and Senate,  
5 shall submit to the Congress a report listing (A) all pro-  
6 grams and activities funded during fiscal year 2004 for  
7 which authorizations for appropriations have not been en-  
8 acted for that fiscal year and (B) all programs and activi-  
9 ties funded during fiscal year 2004 for which authoriza-  
10 tions for appropriations will expire during that fiscal year,  
11 fiscal year 2005, or fiscal year 2006.

12       (f) PRESIDENT’S BUDGET SUBMISSION FOR FISCAL  
13 YEAR 2005.—The budget submission of the President  
14 pursuant to section 1105(a) of title 31, United States  
15 Code, for fiscal year 2005 shall include an evaluation of,  
16 and recommendations regarding, the transitional biennial  
17 budget process for the fiscal year 2004–2005 biennium  
18 that was carried out pursuant to this section.

19       (g) CBO TRANSITIONAL REPORT.—On or before  
20 March 31, 2004, the Director of the Congressional Budget  
21 Office shall submit to Congress an evaluation of, and rec-  
22 ommendations regarding, the transitional biennial budget  
23 process for the fiscal year 2004–2005 biennium that was  
24 carried out pursuant to this section.

1 **SEC. 13. EFFECTIVE DATE.**

2       Except as provided by sections 8, 11, and 12, this  
3 Act and the amendments made by it shall take effect on  
4 January 1, 2005, and shall apply to budget resolutions  
5 and appropriations for the biennium beginning with fiscal  
6 year 2006.